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SENSITIVE

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SUBJECT: DRC ELECTIONS: INCREASED FUNDING AND MONUC SUPPORT  
DEEMED CRITICAL

1. (SBU) Summary. At a July 11 conference to rally support for elections in the Democratic Republic of Congo (DRC), donors pledged an additional 74 million euros to largely cover one of the critical funding gaps. However, UN Security Council (UNSC) agreement for the MONUC peacekeeping operation to provide logistical support is also deemed critical for successful elections. The European Commission (EC) called on the U.S., France, and the UK to endorse MONUC's expanded role. Logistical support for the elections will cost MONUC an additional \$103 million. Both France and the UK asked for a breakdown of the budget before committing themselves to UNSC support. The EC contribution for DRC elections is larger than all other donors combined, reflecting the DRC's position as the principal EC priority in Africa. End Summary.

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Logistical Challenges  
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2. (U) On July 11, the EC hosted a donor conference to take stock of the progress in preparing for elections in the DRC, with a particular focus on calendar, logistical and financial challenges. In his opening remarks, Development and Humanitarian Aid Commissioner Louis Michel characterized the transition in the DRC as "the first challenge for the promises made at Gleneagles" and said that free and transparent elections were fundamental. Michel stressed the need for a proportional system based on representation by district in order to guarantee a cohesive state. In calling for a realistic budget, Michel warned that a lack of donor support could jeopardize the progress made in consolidating peace thus far. He said that MONUC was the best option for providing election logistics and called on UNSC members to support Kofi Annan's request in this regard.

3. (U) UN SRSG William Swing stressed that it was "absolutely critical" to maintain the electoral schedule in order to consolidate peace. He contrasted the hopes of the present with the "tragic legacy" of conflict (3.5 million deaths caused directly and indirectly by war, 2.4 internally displaced, half million refugees, 17 million food-deficient persons and 2000 land mine victims). Swing said that while the foundation for the election had been laid through political will and a legal framework, remaining challenges included logistics and finances. Roughly the size of Europe, the DRC is the largest country geographically and demographically ever assisted by the UN to conduct elections. Elections will require 9000 registration centers (with 40,000 registration officers) and 40,000 polling stations (with 200,000 polling officers). Swing also noted that the DRC has been the beneficiary of unprecedented international support, including over \$3 billion to finance peacekeeping, 30 UNSC resolutions, 23 UNSC presidential statements, 22 Secretary General's reports, five international peace

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agreements and five UNSC missions.

4. (U) The president of the Independent Electoral Commission (CEI), 1, Abbe Apollinaire Malu Malu Muhulongu, described achievements made to date with regard to registration efforts in Kinshasa. He said the process was launched on schedule, and that from June 20 - July 7 a total of 1,128,728 voters had been registered. Muhulongu added that for many Congolese the voter registration card is the first national identity document they have ever received. He said that registration efforts had also been started in two provinces (Bas Congo and Province Orientale) and that registration would be expanded on July 25 (Katanga, Kasai-Oriental, Kasai-Occidental), July 28 (Maniema and the Kivus), and August 5 (Bandundu and Equateur).

5. (U) Additional elements of the electoral calendar are: September 25 - voter registration completed; November 27 - referendum on constitution; December 11 - results announced; January 13 - results confirmed by the Supreme Court; March 20 - combined polls for national assembly and the first presidential round; April 24 - second presidential round and provincial; May 10 - proclamation of results; May 25 - senate poll; and June 30 - deadline for transition. Voting lists

will be publicized in two phases (during the period from October 1 - February 28).

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Financial Challenges  
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16. (U) In discussing the financial challenges, Swing noted that the budget for DCR elections is quite cost effective when compared to other recent UN-sponsored operations. He said that the \$422 million being requested for the DRC, a population of 60 million (equivalent of \$1.4 per inhabitant) compared favorably to Liberia (\$5.8 per inhabitant) and Afghanistan (\$5.7 per inhabitant). Haiti, without the immense geography of DRC, cost \$1.2 per inhabitant. The DRC budget breakdown Swing presented is as follows: security - \$48,440,974 (11%); logistics - \$103,503,151 (25%); polls - \$70,178,853 (17%); referendum - \$27,230,193 (6%); registration - \$110,068,425 (27%); APEC technical unit - \$16,948,781 (4%); Bureau National des Operations - \$22,923,344 (5%); and CEI - \$23,090,896 (5%).

17. (U) The EC called on the U.S., France, the UK and Greece (which holds the rotating UNSC presidency) to endorse MONUC's expanded role to provide logistical support for the elections which would cover a critical part of the budget funding gap. The UK representative said that the figure presented by Swing (approximately \$103 million) contrasted starkly to previous estimated (\$45 million). Swing could not account for the discrepancy, and UNDPKO was not present at the conference. Both France and the UK asked for a breakdown of this budget before committing themselves to UNSC support. On the margins of the conference, the UK representative told POLOFF that the UK would probably support MONUC expansion, but with voluntary, not assessed contributions, and that the UK would contribute its fair share.

18. (U) The EC also called on all countries which had made pledges at previous conference to disburse the funds. According to Swing, of the \$224.5 million pledged, only \$171 million has been received. (Note. The U.S. continues to be listed as major donor, with a \$10.6 million pledge. Using language provided by AF/C, POLOFF stated that the final U.S. contribution had not been determined. End note.)

19. (SBU) Going into the conference, Swing calculated the remaining budget gap to be approximately \$100 million (if MONUC expansion were approved and previous pledges were fully disbursed). Final comments and major pledges at the conference were as follows:

- The EC announced an additional contribution of 20 million euros, increasing its original pledge of \$104.5 (which was already greater than all other pledges combined).

- Belgium endorsed the view that the situation in DRC is vastly improved and that financing for the elections is "within reach" and noted that it had already contributed 10 million euros to the basket fund, 1 million euros for security and 2 million euros for the elections. Belgium announced an additional 2 million euros for the elections and a half million euros for security.

- The UK said that it had already contributed 5 million pounds (\$9.5 million) to the basket fund and that it would make an additional 8 million pounds (\$15 million) available for security and 463,000 pounds for communications.

- Germany announced it would double its pledge from 5 to 10 million euros (subject to certain cost-sharing and investment limitations). Germany will also contribute 1 million euros for technical cooperation. The German representative urged UNDP to manage its funds more efficiently and to disburse them more quickly.

- Switzerland announced that it would contribute 1 million Swiss francs to the basket fund (unearmarked for greatest flexibility) and that it would channel an additional 250,000 Swiss francs through NGOs for specific activities related to civil society.

- Sweden said that it might add 1 million euros to its existing pledge.

- France said that it had already contributed 6 million euros and announced an additional 5 million euros for air support.

- The Netherlands said it was considering an additional pledge of 2 - 3 million euros for MONUC expansion and intelligence.

10. (U) With these pledges, the EC calculated that three quarters of the remaining gap was covered. In their concluding remarks, both Swing and Michel stressed that the elections had to go forward on schedule and for this to happen, MONUC support was absolutely essential. The

consultative group will meet again in October to take stock of the situation.

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Comment  
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11. (SBU) The DRC is the EC,s top priority in Africa. Because of the DRC,s size, location, potential and history of instability, the EC is willing to invest heavily in consolidating peace. As various conference speakers noted, the failure to hold elections in the DRC could promote instability and re-ignite a conflict that has already contributed to 3.5 million deaths and the displacement of 3 million others. During Javier Solana,s recent visit to Washington, the EU appealed directly for U.S. financial support for DRC elections. And in the U.S.-EU summit declaration on transatlantic efforts to promote democracy, the DRC is listed along with Afghanistan and Iraq as one of the countries where fair and free elections are needed to promote transitions to democracy. However, the absence of a U.S. announcement of a substantial contribution at the conference is perceived in Brussels as a lack of genuine support. As the U.S. repeatedly urges the EC to contribute to causes that we consider a priority, we can expect similar approaches (e.g., the case of DRC elections). The USG position with regard to MONUC support for the DRC elections will be another indicator of our responsiveness to EC appeals, as well as what Commissioner Michel terms "the first challenge for the promises made at Gleneagles."

McKinley

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